NPS Form 10-900 OMB No. 1024-0018

United States Department of the Interior
National Park Service

National Register of Historic Places Registration Form

788

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in National Register Bulletin, *How to Complete the National Register of Historic Places Registration Form.* If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions.

RECEIVED 2280
OCT - 2 2015
Nat. Register of Historic Places
National Park Service

1. Name of Property

Historic name: St. Alban's Bay Culvert at Mille Lacs Lake

Other names/site number: _____

Name of related multiple property listing:
"Federal Relief Construction in Minnesota, 1933-1941"

(Enter "N/A" if property is not part of a multiple property listing

2. Location

Street & number: Minnesota Highway 169 800 feet north of Crow Wing Co. Highway 26

City or town: Garrison Twp. State: MN County: Crow Wing

Not For Publication N/A Vicinity: X Garrison

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended,

I hereby certify that this X nomination ___ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60.

In my opinion, the property X meets ___ does not meet the National Register Criteria. I recommend that this property be considered significant at the following level(s) of significance:

___**national** X **statewide** ___**local**

Applicable National Register Criteria:

X **A** ___**B** X **C** ___**D**

Barbara Howard September 29, 2015

Signature of certifying official/Title: Barbara Mitchell Howard, Deputy SHPO, MNHS **Date**

State or Federal agency/bureau or Tribal Government

In my opinion, the property ___ meets ___ does not meet the National Register criteria.

Signature of commenting official: **Date**

Title : **State or Federal agency/bureau or Tribal Government**

St. Alban's Bay Culvert at Mille Lacs Lake
Name of Property

Crow Wing Co., MN
County and State

4. National Park Service Certification

I hereby certify that this property is:

✓ entered in the National Register

___ determined eligible for the National Register

___ determined not eligible for the National Register

___ removed from the National Register

___ other (explain:)

Carol Edson H. Beall 11-16-15

Signature of the Keeper Date of Action

5. Classification

Ownership of Property

(Check as many boxes as apply.)

Private: ☐

Public – Local ☐

Public – State X

Public – Federal ☐

Category of Property

(Check only **one** box.)

Building(s) ☐

District ☐

Site ☐

Structure X

Object ☐

Number of Resources within Property
(Do not include previously listed resources in the count)

Contributing	Noncontributing	
		buildings
		sites
1		structures
		objects
1		Total

Number of contributing resources previously listed in the National Register N/A

6. Function or Use
Historic Functions
(Enter categories from instructions.)
TRANSPORTATION/road-related (vehicular)

Current Functions
(Enter categories from instructions.)
TRANSPORTATION/road-related (vehicular)

7. Description

Architectural Classification
(Enter categories from instructions.)
Other: NPS Rustic Style

Materials: (enter categories from instructions.)
Principal exterior materials of the property: STONE

Narrative Description
(Describe the historic and current physical appearance and condition of the property. Describe contributing and noncontributing resources if applicable. Begin with **a summary paragraph** that briefly describes the general characteristics of the property, such as its location, type, style, method of construction, setting, size, and significant features. Indicate whether the property has historic integrity.)

Summary Paragraph

St. Alban's Bay Culvert at Mille Lacs Lake is a well preserved, National Park Service Rustic Style bridge that carries Minnesota Highway 169 over a small stream on the western shore of Mille Lacs Lake in rural Crow Wing County. The bridge was built in 1938-1939. It has headwalls, wing walls, and parapet railings built of rockfaced granite quarried near Isle at the south end of the lake. The stone elements are built around a concrete box culvert. The bridge is just over 72 feet wide (outside to outside) and 40 feet long from end of rail to end of rail. It was designed by H. O. Skooglun, a Minnesota architect employed by the National Park Service, collaborating with engineer Harold E. Olson and Consulting Landscape Architect A. R. Nichols of the Minnesota Department of Highways. The property retains good historic integrity, still owned by the Minnesota Department of Transportation, and still serving its original function.

Narrative Description
See Continuation Sheet.

8. Statement of Significance

Applicable National Register Criteria
(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

- [x] A. Property is associated with events that have made a significant contribution to the broad patterns of our history.
- [ ] B. Property is associated with the lives of persons significant in our past.
- [x] C. Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- [ ] D. Property has yielded, or is likely to yield, information important in prehistory or history.

Criteria Considerations
(Mark "x" in all the boxes that apply.)

- [ ] A. Owned by a religious institution or used for religious purposes
- [ ] B. Removed from its original location
- [ ] C. A birthplace or grave
- [ ] D. A cemetery
- [ ] E. A reconstructed building, object, or structure
- [ ] F. A commemorative property
- [ ] G. Less than 50 years old or achieving significance within the past 50 years

Areas of Significance
(Enter categories from instructions.)
POLITICS/GOVERNMENT
ARCHITECTURE

Period of Significance
1939

Significant Dates
1939

Significant Person
(Complete only if Criterion B is marked above.)
N/A

Cultural Affiliation
N/A

Architect/Builder
See Continuation Sheet

Statement of Significance Summary Paragraph (Provide a summary paragraph that includes level of significance, applicable criteria, justification for the period of significance, and any applicable criteria considerations.)

St. Alban's Bay Culvert at Mille Lacs Lake, a small Rustic Style highway bridge built in 1938-1939, is eligible for the National Register under Criterion A, significance to the broad patterns of our history, and Criterion C, design significance, in the areas of Politics/Government and Architecture. The property meets Registration Requirements 1, 2, and 4 in the "Waysides and Overlooks" subsection of "Social and Recreational Facilities" in the Multiple Property Documentation Form (MPDF) entitled "Federal Relief Construction in Minnesota, 1933-1941." St. Alban's Bay Culvert is a well preserved and significant component of the Mille Lacs Lake Highway Development Plan, an unusual National Park Service-Minnesota Department of Highways (NPS-MHD) master plan to develop a state-owned scenic parkway along the shore of Mille Lacs Lake. The Plan was implemented by a CCC camp located along the route at Garrison that was sponsored by the NPS and MHD. The Development Plan was one of the MHD Roadside Development Division's most ambitious early projects and the CCC camp was unusual as one of four CCC camps in Minnesota sponsored by the MHD and dedicated to highway roadside development. It is a rare example of a particular roadside development property type: a highway bridge built under the purview of the MHD Roadside Development Division. It is an excellent example of the NPS Rustic Style, displays the distinctive use of local granite, and represents a high level of craftsmanship. The property is significant on a State level. The period of significance is 1939, the year construction was completed.

Narrative Statement of Significance (Provide at least **one** paragraph for each area of significance.)

See Continuation Sheet.

9. Major Bibliographical References

Bibliography (Cite the books, articles, and other sources used in preparing this form.)

See Continuation Sheet.

Previous documentation on file (NPS):

____ preliminary determination of individual listing (36 CFR 67) has been requested
____ previously listed in the National Register
____ previously determined eligible by the National Register
____ designated a National Historic Landmark
____ recorded by Historic American Buildings Survey #_____
____ recorded by Historic American Engineering Record # _____
____ recorded by Historic American Landscape Survey # _____

Primary location of additional data:

____ State Historic Preservation Office
_X_ Other State agency
____ Federal agency
____ Local government
____ University
____ Other
Name of repository: Minnesota Dept. of Transportation (MnDOT), St. Paul

Historic Resources Survey Number (if assigned): CW-GRT-002

10. Geographical Data

Acreage of Property less than one acre

Use either the UTM system or latitude/longitude coordinates

Latitude/Longitude Coordinates
Datum if other than WGS84:_____
(enter coordinates to 6 decimal places)

1. Latitude: Longitude:
2. Latitude: Longitude:
3. Latitude: Longitude:
4. Latitude: Longitude:

Or
UTM References
Datum (indicated on USGS map):

[X] NAD 1927 or [ ] NAD 1983

1. Zone: 15	Easting: 436688	Northing: 5124671
2. Zone:	Easting:	Northing:
3. Zone:	Easting:	Northing:
4. Zone:	Easting :	Northing:

Verbal Boundary Description (Describe the boundaries of the property.)

The boundary of the nominated property is shown by the dashed line on Figure 1, which is a sketch map of the site. The east and west boundary lines follow the MnDOT right-of-way line, which is the same today as it was in 1939. The north and south lines are drawn 100 feet from the bridge's midpoint.

Boundary Justification (Explain why the boundaries were selected.)

The boundary encompasses the parcel historically associated with the bridge. The bridge was built within, and part of, a NPS-MHD-improved scenic roadway that included a generous right-of-way and careful preservation of the natural topography, vegetation, and other scenic attributes.

11. Form Prepared By

name/title: Susan Granger and Scott Kelly
organization: Gemini Research
street & number: 15 East 9th St
city or town: Morris state: MN zip code: 56267
e-mail gemres@info-link.net
telephone: 320-589-3846
date: May 2015

Additional Documentation

Submit the following items with the completed form:

- **Maps:** A **USGS map** or equivalent (7.5 or 15 minute series) indicating the property's location.
- **Sketch map** for historic districts and properties having large acreage or numerous resources. Key all photographs to this map.
- **Additional items:** (Check with the SHPO, TPO, or FPO for any additional items.)

Photographs

Submit clear and descriptive photographs. The size of each image must be 1600x1200 pixels (minimum), 3000x2000 preferred, at 300 ppi (pixels per inch) or larger. Key all photographs to the sketch map. Each photograph must be numbered and that number must correspond to the photograph number on the photo log. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.

Photo Log

Name of Property: St. Alban's Bay Culvert at Mille Lacs Lake
City or Vicinity: Garrison Township
County: Crow Wing State: MN
Photographer: Scott Kelly
Date Photographed: October 2014

Description of Photograph(s) and number, include description of view indicating direction of camera:

Photo #1 of 8
St. Alban's Bay Culvert in its wetlands and lakeshore setting. The trees at upper left mark the south edge of Garrison Rest Area, also developed by the NPS, MHD, and CCC as part of the same project (camera facing northeast).

Photo #2 of 8
West headwall (camera facing northeast).

Photo #3 of 8
The inside of the east headwall. The traffic island in the foreground was originally 6 feet wide but has been reduce to 4 feet (camera facing east).

Photo #4 of 8
The east headwall (camera facing north).

Photo #5 of 8
The east headwall. The water level was high when these photos were taken in October 2014 making the ring stones and culvert opening difficult to see (camera facing north-northwest).

Photo #6 of 8
The east headwall in high water, photographed from the edge of the lake (camera facing west-northwest).

Photo #7 of 8
Detail of the east headwall (camera facing west-northwest).

Photo #8 of 8
The culvert and the lakeshore (camera facing north).

Paperwork Reduction Act Statement: This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C.460 et seq.).
Estimated Burden Statement: Public reporting burden for this form is estimated to average 100 hours per response including time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Office of Planning and Performance Management. U.S. Dept. of the Interior, 1849 C. Street, NW, Washington, DC.

DESCRIPTION

St. Alban's Bay Culvert at Mille Lacs Lake, built in 1938-1939, is a small highway bridge with headwalls made of light gray local granite. At its core is a concrete box culvert. The bridge carries Minnesota Highway 169 over a small stream that flows out of Mille Lacs Lake and into Smith Lake located about 4,800 feet southwest of the bridge. (The name of the stream is not known.) The bridge is located on the west shore of Mille Lacs Lake about 1½ miles south of the town of Garrison. It stands about 800 feet north of the junction of Highway 169 and Crow Wing County Highway 26. The state highway right-of-way is 255 feet wide at the bridge; this width has not changed since 1939 (Figures 1 and 2).

The bridge was built by the Civilian Conservation Corps (CCC) and the Minnesota Department of Highways, also called the Minnesota Highway Department (MHD), as part of an extensive set of highway roadside improvements near the northwest shore of Mille Lacs Lake designed by the MHD and the National Park Service (NPS). The improvements comprised the Mille Lacs Lake Highway Development Plan, an unusual NPS-MHD-CCC collaboration that extensively improved ten miles of trunk highway on and near the lakeshore.

St. Alban's Bay Culvert was designed by Howard O. Skooglun, a Minnesota architect employed by the NPS during the Depression. Skooglun collaborated with Harold E. Olson, an engineer who led the MHD's Roadside Development Division, and Arthur R. (A. R.) Nichols, Consulting Landscape Architect for the Division.

The bridge is located in a rural setting in a recreational area. It is aligned at a southwest to northeast angle, but cardinal directions will be used for the purposes of this document. Land uses around the bridge have not changed significantly since the 1930s. The setting is dominated by Mille Lacs Lake, Minnesota's second-largest inland lake, which extends to the east. The edge of the water is 25 to 50 feet east of the bridge's headwall depending on the water level (Photo 8). West of the bridge is a large wetlands area. North and south of the bridge along the west side of the highway are widely scattered homes and resorts.

Highway 169 along the west shore of the lake was historically a two-lane road, as much of it is today. One of the road's few four-lane segments begins about 200 feet south of the bridge and extends over the bridge and north 1½ miles to the center of Garrison. This segment was realigned, expanded from two to four lanes, and landscaped in 1935-1940 as part of the Mille Lacs Lake Highway Development Plan.

About 1,200 feet north of the bridge, on the east side of the highway, is the south end of Garrison Rest Area, a highway wayside rest developed in 1936-1939 as part of the Plan. On the west side of the highway, just north of the Garrison Rest Area, is the site of the CCC camp (Camp SP-15), now a vacant parcel.

St. Alban's Bay Culvert was designed in the National Park Service Rustic Style. The design emphasizes the strength and beauty of the local granite through the use of simple shapes and volumes. The quality of the masonry work is excellent.

The bridge was built around a pre-existing reinforced concrete box culvert with a 4-foot-square opening. The culvert was built in 1920 when the highway (then called State Road 2) was improved by the state. The box culvert measured 39 feet 6 inches east to west and supported a 24-foot-wide road edged with standard highway guardrail. The road was surfaced with gravel.

The 1938-1939 project extended the box culvert 12 feet to the west and 22 feet to the east. It added granite headwalls, wingwalls, and parapet railings measuring 40 feet (north-south). The headwalls have a core of mortared lake boulders, some of which are visible at the base of the wingwalls in times of low water. The bridge plans indicate the rubble core is about 21 inches thick at the parapets but widens to 6 feet near the bottom to form a strong substructure.

The bridge is faced with rockfaced gray granite laid in a random ashlar pattern. The granite face is 9 inches thick and the mortar joints are about 1¼ inches wide. There is a 6-foot-wide elliptical arch with radiating ring stones at the culvert opening (Figure 3, Photo 6 with arch obscured by water). Nine-foot-long buttress-like forms add support and interest to the wingwalls (Photos 4 and 5). The headwalls and wingwalls are topped by parapets – 2 feet 9 inches tall on the roadway side – that act as low railings (Photo 3). Each parapet ends with a pair of canted stone blocks (Photo 2). The bridge has 9-inch-tall granite curbs, immediately adjacent to the inside of the parapets, that are now buried by bituminous paving. The bridge was designed with no sidewalks.

The original plans specify the bridge be constructed of "native granite." The bridge was built of granite quarried about 25 miles southeast of the bridge at a quarry south of Isle, a small town at the southeast corner of the lake. The quarry was owned and operated in the 1930s by the Cold Spring Granite Company. The granite was a uniform gray color and being marketed under the names "Isle" and "Cold Spring Pearl White." It was sold across the country for architectural uses and monuments.[1]

The bridge is 72 feet 6 inches wide measured outside to outside. There is 66 feet between the curbs. This distance was originally divided into a central 6-foot-wide concrete median and two 30-foot-wide driving surfaces (which included travel lanes and shoulders). Aerial photos from October 1939 show a short segment of road over the new bridge surfaced with either oil-treated gravel or bituminous, but no surfacing yet on the adjacent gravel highway. MHD records indicate the highway was paved with bituminous in 1941. At that time the 66 feet between curbs was divided into the 6-foot concrete median, 52 feet of bituminous pavement (enough for four 13-foot lanes), and two 4-foot gravel shoulders. Today the bridge carries a 4-foot concrete median, four 12-foot lanes, and approximately 7-foot shoulders.[2]

St. Alban's Bay Culvert still serves its original function and retains good historic integrity. Alterations have been minor. While the roadway over the bridge has not been regraded since the Depression, the bituminous paving has been periodically replaced and overlaid. Recent overlays have buried the 9-inch-tall stone curb. Circa 1982 the median at the center of the highway was narrowed from 6 feet to

[1] George A. Thiel and Carl E. Dutton, *The Architectural, Structural, and Monumental Stones of Minnesota*, Minnesota Geological Survey Bulletin 25 (Minneapolis: University of Minnesota Press, 1935), pp. 102-104.
[2] Construction plans for "Box Culvert at Lagoon" 1938-1939; Construction Project Log Record for Trunk Highway 169, State of Minnesota Department of Highways Road Life Studies, MnDOT, St. Paul; Aerial Photos 1939.

about 4 feet and the gravel shoulders were paved with bituminous for the first time. About the same time, the current steel guardrail was installed, likely replacing an earlier guardrail. The guardrail extends about 155 feet from each corner of the bridge. Circa 1990 an approximately 1-inch-thick coating of concrete mortar was applied to the upper surfaces of the stonework to prevent water infiltration (Photo 4). The canted stone blocks have been lost from the north end of the west parapet.

The character-defining features of the property include but are not limited to the bridge's proximity to Mille Lacs Lake and to the highway; its naturalistic setting; the bridge's National Park Service Rustic Style design; the use of rockfaced Isle granite laid in a random ashlar pattern; and the high quality of skilled craftsmanship displayed in construction.

ARCHITECT/BUILDER, CONTINUED

Skooglun, Howard O. (Architect)
Olson, Harold E. (Engineer)
Nichols, Arthur Richardson (Landscape Architect)
Civilian Conservation Corps (Builder)
Minnesota Department of Highways (Builder)

NARRATIVE STATEMENT OF SIGNIFICANCE AND DEVELOPMENTAL HISTORY

St. Alban's Bay Culvert at Mille Lacs Lake was built in 1938-1939 by Company 2711 of the Civilian Conservation Corps (CCC) working in cooperation with the Minnesota Department of Highways (MHD) and the National Park Service (NPS). The CCC unit was headquartered at a camp located about one mile north of the bridge near the south edge of Garrison. The CCC camp was cosponsored by the MHD and NPS and operated by the U.S. Army.

The National Register eligibility of St. Alban's Bay Culvert was evaluated using the registration requirements in the Multiple Property Documentation Form (MPDF) entitled "Federal Relief Construction in Minnesota, 1933-1941" under the subsection "Waysides and Overlooks." "Waysides and Overlooks" falls within the property type "Social and Recreational Facilities" in Section F of the MPDF.[3]

St. Alban's Bay Culvert meets Registration Requirement 1 under "Social and Recreational Facilities" by being built with federal funds, and meets Registration Requirement 2 by being built before 1942.[4]

The bridge meets Registration Requirements 1, 2, and 4 in the "Waysides and Overlooks" subsection, as follows:

The property meets Registration Requirement 1 (Important Federal Relief Associations) and Requirement 2 (Significance to the History of Roadside Development) by being a significant product of the Mille Lacs Lake Highway Development Plan, an unusual NPS-MHD-CCC collaboration that extensively improved ten miles of trunk highway in a recreational area near the shore of Mille Lacs Lake. The Development Plan was implemented by the NPS and MHD with labor supplied by the Mille Lacs Lake Highway Wayside CCC Camp (Camp SP-15), the longest-lived and most productive of four CCC camps in Minnesota sponsored by the MHD. The property is a well preserved example of the first generation of roadside development properties built by the MHD. By meeting these registration requirements the property is eligible for the National Register under Criterion A.

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[3] The MPDF is Rolf T. Anderson, "Federal Relief Construction in Minnesota, 1933-1941," National Register of Historic Places Multiple Property Documentation Form (MPDF), Oct. 9, 1990; amended by Anderson Aug. 30, 1993; amended by Gemini Research 2002, cited hereafter as Anderson 1990/1993/2002. A related MPDF is Rolf T. Anderson, "Minnesota State Park CCC/WPA/Rustic Style Historic Resources," National Register of Historic Places Multiple Property Documentation Form, Sept. 3, 1988, cited hereafter as Anderson 1988. While it only encompasses Rustic Style resources within the boundaries of Minnesota state parks, it provides good contextual information on the work of the CCC and National Park Service (NPS) in Minnesota and on the NPS Rustic Style.
[4] Anderson 1990/1993/2002, p. F.27.

The property also meets Registration Requirement 4 (Design Significance) by being one of only a few known examples of a particular type of roadside development structure – a vehicular bridge designed and built under the auspices of the MHD Roadside Development Division. The structure is also an excellent example of the National Park Service Rustic Style, represents the work of highly skilled craftsmen, and displays the distinctive use of indigenous materials. By meeting this registration requirement the property is eligible for the National Register under Criterion C.[5]

Design and Construction

St. Alban's Bay Culvert was built over a several-month period in the fall of 1938 and spring of 1939 by members of CCC Company 2711 stationed at the Mille Lacs Lake Highway Wayside CCC Camp at Garrison. The bridge was designed by Howard O. Skooglun, an architect with the NPS stationed at the camp. Skooglun worked in cooperation with MHD engineer Harold E. Olson and A. R. Nichols, Consulting Landscape Architect for the MHD Roadside Development Division. All three men worked on all of the CCC-built roadside development properties near Garrison. NPS engineer Abe Sperling, also stationed at the camp, probably contributed to the bridge project. The CCC stoneworkers were directed by one or both of the two NPS stonemasons working at the camp as Local Experienced Men (LEMs): Henry Beckman and James B. Haskell. (See Designers and Craftsmen below.)

Original construction plans for the bridge comprise two sheets. The first was signed in August 1938 and the second, a revision sheet, was signed in December 1938 and January 1939. The plan sheets indicate the bridge was designed by Skooglun, drawn by Skooglun, and checked by Edward W. Barber (head of the NPS Central Design Office in Minnesota). The plans are signed by Harold E. Olson and A. R. Nichols as well as two other MHD officials, A. W. Moulster (District Engineer) and O. L. Kipp (Construction Engineer). They are also signed by two NPS officials – Aage Thompson (Superintendent of the CCC Camp) and Ed Lasey (NPS Inspector) – as well as by Harold W. Lathrop, Director of State Parks for the Minnesota Department of Conservation.

Construction probably began in September 1938. By December 1938 when the revision sheet was being approved, the west headwall and wing walls had been built. The bridge was completed in the spring of 1939. Highway landscaping near the bridge was finished sometime after July 1939 by CCC Company 2713-V, which occupied the Garrison camp after Company 2711 had been transferred elsewhere.[6]

The CCC reconstructed and landscaped Highway 169 for several miles north and south of the bridge in addition to building three other stone-faced bridges and three wayside rests (see below). The highway work began in 1935 and was completed in 1940. The work included realigning a short section of Highway 169 at Garrison Rest Area (one of the three wayside rests) just south of Garrison (Figure 4), and expanding the highway from two to four lanes from south of the rest area into the center of Garrison to handle an anticipated increase in traffic. It also included contouring ditches; clearing, shaping, and seeding slopes; building short service roads; obliterating short road sections;

[5] Anderson 1990/1993/2002, pp. F.41-F.42.
[6] Construction Plans; *Vet's Call* July 1939, p. 8; *Vet's Call* April 1941, pp. 7-8.

transplanting trees and shrubs; and installing granite curbs. The "Y" junction of Highways 169 and 18 in the center of Garrison was reconstructed. The highway landscaping continued northwest of Garrison about 3½ miles along Highway 18 toward Brainerd (Figure 2). It continued north of the center of Garrison to the point where Highway 169 left the Mille Lacs shore to travel north to Aitkin. It also continued from Garrison south along the west shore about 6 or 6½ miles to Wigwam Bay. The improvements were intended to reduce erosion, increase visibility and other safety factors, increase aesthetics and help the roads blend into their forested lakeside setting, encourage tourism, and reduce forest fire potential by eliminating deadfall. The CCC did not complete the highway realignment at Garrison Rest Area before the Mille Lacs Lake camp closed in the spring of 1940. The MHD hired a private contractor, Phillippi brothers of Minneapolis, to complete the realignment during the 1940 construction season.[7]

The project built a total of four stone-faced bridges. In addition to St. Alban's Bay Culvert they include Bridge 5266 at Garrison Creek north of downtown Garrison (built 1937-1938; altered); Bridge 5265 (Garrison Pedestrian Underpass) north of Garrison Rest Area (built 1938; NRHP listed); and Bridge 3355 (Whitefish Creek Bridge) at Wigwam Bay (1939; NRHP listed). MHD-NPS plans in late 1939 for a fifth stone-faced bridge, designed to be a companion to Bridge 5265, did not materialize. The three rest areas are Garrison Concourse (1936-1939; NRHP listed); Garrison Rest Area (1936-1939, altered); and Kenney Lake Overlook (1939; NRHP nominated).[8]

According to the MHD's biennial report for 1937-1938:

> [The National Park Service is] also furnishing a complete camp of 200 CCC boys at Garrison for roadside improvement, consisting of a stone masonry concourse overlooking Mille Lacs Lake [Garrison Concourse], roadside parking area with picnicking facilities and shelter [Garrison Rest Area], flattening and topsoiling of slopes and seeding or sodding to [create] ground cover, landscaping along areas adjacent to the village and construction of stone curbing throughout the corporate limits. They are now engaged in constructing about 1½ miles of divided roadway extending from Garrison southerly and are furnishing labor, a gasoline shovel, eight trucks and some material, whereas the State is furnishing some material and skilled labor.[9]

The biennial report includes a photo of Bridge 5266 at Garrison Creek with the caption: "This rustic stone bridge, over creek banks sloped and planted, brought beauty as well as safety and a wide serviceable roadway to Highway 169 north of Garrison. Constructed by Roadside Development and National Park Service."[10]

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[7] Construction Plans; Progress Reports, Emergency Conservation Work in Minnesota State Parks, 1935-1937, Conservation Department: Parks and Recreation Division, State Parks Project Files, Minnesota Historical Society, St. Paul; Aerial Photos 1939; R. G. Stebbins, "Relocating the Old West Mille Lacs Lake Road." *Improvement Bulletin*, [month unknown] 1940.
[8] *Vet's Call* Nov. 1939, pp. 1, 6; *Vet's Call* Dec. 1939, p. 8.; Susan Granger et al., "Garrison Concourse," National Register of Historic Places Registration Form, 2013; Susan Granger and Scott Kelly, "Kenney Lake Overlook," National Register of Historic Places Registration Form, 2015.
[9] *Biennial Report of the Commissioner of Highways of Minnesota for 1937-1938*, March 1, 1939, Minnesota Dept. of Highways, Minnesota Historical Society, St. Paul, p. 16.
[10] *Biennial Report* 1939, p. 18.

The Roadside Development Division's annual report for 1938 indicates, under the heading "Mille Lacs Lake Highway Wayside": ". . . some major changes in alignment and design of the [Highway 169] roadway have been made, together with the construction of several large drainage structures which were provided with rustic stone headwalls. Grading operations are now in progress, extending from Garrison to 1½ miles south and consisting of a divided roadway of two 30-foot lanes with an island of 6 to 90 feet between." Approximately 600 deciduous shrubs, 115 evergreen trees, and 80 evergreen trees had been planted along Highway 169.[11]

Mille Lacs Lake Highway Development Plan and CCC Camp SP-15

St. Alban's Bay Culvert and the other highway improvements were built as part of the Mille Lacs Lake Highway Development Plan, a master plan for state highway roadside development near Mille Lacs developed by the NPS and the MHD. The Development Plan was similar to the type of master plans developed by the NPS and the Minnesota Department of Conservation (now MnDNR) for the New Deal development of Minnesota state parks. The Mille Lacs Lake Highway Development Plan is the only such NPS-MHD master plan for roadside work known to have been prepared.

Mille Lacs Lake was chosen for this wide-reaching effort because of its central location in the state and its premiere attraction – a very large lake with excellent fishing, swimming, and boating. The Mille Lacs-Brainerd-Aitkin area had been visited by fisherman since the turn of the century when railroads were established. Tourism increased in the 1920s when roads were built and personal automobiles made traveling to the region more convenient for Twin Cities residents. The principal road from the Twin Cities to the area was a gravel highway designated in 1917 as part of the "Minnesota Scenic Highway" by the Minnesota Scenic Highway Association, a civic and tourism organization formed the year before. The Minnesota Scenic Highway was one of several early "tourist" routes that were named, marked, and promoted by private groups in the years before Minnesota highways were systematically numbered and mapped. The Scenic Highway was 1,000-mile circle that began and ended in the Twin Cities and meandered through northern and northwestern Minnesota. Mille Lacs was the first large lake encountered as city residents drove north. At Mille Lacs, the Scenic Highway followed the gravel road (then State Road 2) along the west shore. Resorts, gas stations, and other businesses immediately began to mention the Minnesota Scenic Highway in their advertising.[12]

The highway along the west shore of Mille Lacs became part of the state trunk highway system when Minnesota voters approved that system in November 1920. It was first called Minnesota Highway 18. In 1931, five years after the U.S. Highway system was established to number and mark important interstate routes, the highway was also designated part of U.S. Highway 169. In 1934 the Minnesota highway number was changed to 169 so the Minnesota and U.S. highway numbers would coincide.

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[11] *Annual Report of the Accomplishments of Roadside Development Along the Trunk Highways in Minnesota*, Minnesota Dept. of Highways, 1938, pp. 1-2, 19-20.

[12] *The Minnesota Scenic Highway* (Minnesota Scenic Highway Association, 1918); "Garrison, CCC Founded," *Brainerd Dispatch*, April 2, 1948. A few Mille Lacs Lake businesses still referenced the Minnesota Scenic Highway through the 1950s.

According to Minnesota's first statewide park and recreation management plan, sponsored by the NPS and published in 1939, Mille Lacs Lake was "truly the heart of the state from a recreational viewpoint." Regarding the Mille Lacs Lake Highway Development Plan, the 1939 statewide plan states:

> Much of [the highway roadside being improved] fronts upon Mille Lacs Lake, one of the most popular recreational lakes in Minnesota. It lies on both sides of U.S. Highway 169 which leads from Iowa through the Twin Cities and to the Mesabi Range country to the north and east. This is a highway of considerable importance for both recreational and commercial travel, particularly since it connects with other major highways leading to the North Shore [of Lake Superior], to International Falls and to the lake regions of the north. . . . Relocation of U.S. Highway 169 south of Garrison places the highway farther from the lake and provides for a quite extensive picnic area, facilities for which are under development.[13]

At the heart of the Mille Lacs Lake Highway Development Plan was a proposed "parkway" or scenic highway that would encircle Mille Lacs Lake (Figure 2). The road would efficiently move large numbers of travelers but would also blend with, rather than detract from, the natural and scenic assets of the area. Overlooks, picnic areas, beaches, and other amenities were to be strategically placed along the route. Designed by the NPS and the MHD, the Development Plan was a unique and encompassing project for the MHD Roadside Development Division. Not only did it represent an important partnership with the NPS, but it was ambitious in scope and implemented by a CCC camp located at Garrison that was cosponsored by the MHD and devoted entirely to roadside development.

CCC Camp SP-15 at Garrison, also known as the Mille Lacs Lake Highway Wayside Camp, was occupied from September 1935 to April 1940.[14] It was one of four CCC camps in Minnesota cosponsored by the MHD. In 1939 it was among 42 CCC camps operating in Minnesota. The four roadside development or "wayside" camps were administered by the NPS along with Minnesota's contingent of CCC camps located in state parks, hence the designation "SP" in the camp number. In operation for nearly five years, the Mille Lacs camp was the longest-lived and most productive of the four highway camps. The other three – the Lakeshore camp (SP-18) on the North Shore of Lake Superior, the Spruce Creek camp (SP-13) on the North Shore, and the Leech Lake camp (SP-16) – were occupied for 2½ years, 2 years, and six months, respectively. Surviving structures built by the four CCC camps include the Mille Lacs area properties and three structures on the North Shore: Cascade River Wayside (1934-1936, NRHP listed), Spruce Creek Culvert (Bridge 8292, built 1935), and Knife River (also called Buchanan) Historical Marker (1937).[15]

Like other CCC camps in the state, the Mille Lacs Lake camp was equipped and operated by the U.S. Army and accommodated about 200 men. The work program was developed by the NPS and MHD.

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[13] *Minnesota State Park and Recreational Area Plan*, Minnesota Department of Conservation, Division of State Parks, March 1939, pp. 98, 125.

[14] Officially the camp was operational from CCC enrollment periods that began in April 1935 and ended in March 1940 so those dates are sometimes referenced for the Mille Lacs camp. For more on the CCC camp see Susan Granger et al., "Garrison Concourse" 2013, and Granger and Kelly, "Kenney Lake Overlook" 2015.

[15] See Anderson 1990/1993/2002, pp. 98-99 for the highway camps. Cascade River Wayside and Spruce Creek Culvert were built by the Spruce Creek camp. Knife River Historical Marker was built by the Lakeshore camp. No structures built by the Leech Lake camp are known to have survived.

The NPS furnished much of the camp's program and supervisory staff. NPS staff in March 1939 when St. Alban's Bay Culvert was completed consisted of Aage Thompson (camp superintendent), Abe J. Sperling (senior foreman engineer), Howard O. Skooglun (senior foreman architect), Harold J. Grutsch (foreman), Harold E. Dickinson (junior foreman), Homer T. Lane (junior foreman), George A. Menard (blacksmith), Bert Cons (shovel operator), James B. Haskell (stonemason), Henry Beckman (stonemason), and Nels Larson (carpenter).[16]

For most of its existence, the Mille Lacs Lake camp was occupied by Company 2711, which built St. Alban's Bay Culvert. Company 2711 arrived at the camp in September 1935. In March 1939 the enrollees included men from Minnesota, North Dakota, Kansas, Missouri, and perhaps other states. In May 1939 the company was transferred to Jay Cooke State Park near Duluth. The men worked on development of that state park until March 1942 when the CCC was disbanded.[17]

An editorial in the *Brainerd Daily Dispatch* in January 1936 suggests the Garrison camp and the CCC program were regarded with favor locally:

> With machinery replacing manpower in agriculture and all types of industry, with few new lands to settle, we will have the problem of the unemployed youth with us for years to come. He does not want a dole; he wants work. And, in a measure, the CCC camps care for the situation. We, here in the Brainerd trade territory, see what can be done with employed young men. . . . For instance, the Garrison CCC camp is busily occupied in beautifying the Mille Lacs road. And that is not all, the boys under supervision of the National Park Service have done a lot of work. They are building camp sites, removing old construction scars, and making numerous other improvement features. In fact, their work has resulted in a decided asset. . . . Visit the CCC camps and see for yourself what the boys are accomplishing. It will be an education to you. . . . Camp instructors teach the youths various trades, the life improves their health and morals, and libraries and night classes afford a wide educational program. Camp youths will make better citizens than if they had been forced to loaf in places where the influence is none too elevating.[18]

While the Mille Lacs Lake master plan was not entirely realized, the CCC-MHD-NPS partnership accomplishments were substantial, as listed below.[19] The work was concentrated on the west and northwest shores of Mille Lacs where the Minnesota Scenic Highway was already bringing travelers. Plans for the less-populated north, east, and south shores of Mille Lacs Lake were not implemented.

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[16] *The Challenge* March 15, 1939, p. 2.

[17] *The Challenge* March 15, 1939, p. 1; Barbara W. Sommer, *Hard Work and a Good Deal: The Civilian Conservation Corps in Minnesota* (St. Paul: Minnesota Historical Society Press, 2008).

[18] "What the CCC Camps Have Done," *Brainerd Daily Dispatch*, Jan. 24, 1936. See "Garrison, CCC Founded," *Brainerd Dispatch*, April 2, 1948, for an article 20 years later equally enthusiastic in its assessment of the CCC improvements and their impact on Garrison and area tourism.

[19] A June 1940 NPS report indicates $114,063 was spent on materials and skilled labor for the Mille Lacs improvements – the equivalent of about $1.8 million in 2010 dollars. This amount was exceeded only for NPS-sponsored CCC camps in Itasca State Park and Gooseberry State Park, two of Minnesota's largest state parks; see Granger et al., "Garrison Concourse" 2013.

The principal accomplishments of the Development Plan are listed below. All components are extant although their historic integrity varies as noted:[20]

	Built	Location From Center of Garrison	Notes
Bridges			
Bridge 5266 (Garrison Creek)	1937-38	1 mile north	Altered significantly
Bridge 5265 (Garrison Underpass)	1938	.5 mile south	Listed in NRHP
St. Alban's Bay Culvert	1938-39	1.5 miles south	
Bridge 3355 (Whitefish Creek)	1939	6 miles south	Listed in NRHP
Wayside Rests			
Garrison Concourse	1936-39	at center	Listed in NRHP
Garrison Rest Area	1936-39	.6 mile south	Altered significantly
Kenney Lake Overlook on Hwy 18	1939	2.5 miles west	NRHP nominated
Highway Improvement			
Highway 169	1935-40	center to 6 miles south	Altered somewhat
Highway 18	1938-39	center to 3.5 miles west	Altered somewhat

Two of the bridges, Bridge 5265 (Garrison Pedestrian Underpass) and Bridge 3355 (Whitefish Creek Bridge) were listed in the National Register as part of the statewide Minnesota Historic Bridge Study, begun in the late 1980s by the Minnesota Department of Transportation (MnDOT) and the State Historic Preservation Office. The Historic Bridge Study did not inventory St. Alban's Bay Culvert because the structure did not fit within the minimum span length for inclusion in the inventory. The Bridge Study determined Bridges 5265 and 3355 were eligible for the National Register under Criterion C within the historic context "Reinforced Concrete Highway Bridges in Minnesota, 1900-1945" for notable aesthetics.[21]

National Park Service-Sponsored Recreational Parkways

While the concept for the Mille Lacs Lake Highway Development Plan was similar to NPS-sponsored master plans for state parks, the improvements themselves reflected a new and evolving property type: a rural parkway or scenic recreational highway. According to the NPS, parkways in metropolitan-

[20] State Historic Preservation Office (SHPO) inventory numbers are Bridge 5266: CW-GRC-006; Bridge 5265: CW-GRC-005; St. Alban's Bay Culvert: CW-GRT-002; Bridge 3355: ML-KAN-005; Garrison Concourse: CW-GRC-001; Garrison Rest Area: CW-GRT-001; and Kenney Lake Overlook: CW-GRT-003.

[21] See Jeffrey A. Hess, "Bridge 5265" and "Bridge 3355" for National Register of Historic Places Registration Forms for the two bridges, both Sept. 1997. For the historic context and its registration requirements see Robert M. Frame, "Reinforced-Concrete Highway Bridges in Minnesota," National Register of Historic Places Registration Form, Aug. 15, 1988. See also Denis P. Gardner, *Wood, Concrete, Stone, and Steel: Minnesota's Historic Bridges* (Minneapolis: University of Minnesota Press, 2008).

owned parkways in urban areas were fairly common by the mid-1930s, but state-owned rural parkways such as that being constructed at Mille Lacs Lake were relatively rare.[22]

NPS involvement in transportation planning and road building increased in the 1920s (before the New Deal) as the number of visitors to national parks – especially those arriving by car – began to soar. NPS historian Ethan Carr notes, "By the late 1920s the danger of overdeveloping parks with road construction had become very real. As automobiles poured into parks from improved state highways, the public demand for better park roads was intense. . . . Maintaining wilderness in national parks became a question of developing firm, comprehensive plans that clearly delineated all aspects of park development (especially road construction) as confluent parts of a unified park design."[23]

Automobile roads required more intense engineering than earlier wagon roads and had greater potential for adverse environmental impact. They needed to be designed to modern engineering standards but with careful consideration for their impact on the landscape and for the preservation of scenic values – priorities not typical for highway construction at the time. As the NPS built roads within and between national parks, the agency developed methods that formed an evolving set of best practices for park road construction. These concepts and methods were spread during the New Deal to the state and local park systems springing up across the country with NPS support.[24]

Parkways or scenic highways were included in a "full typology" of parks and other scenic areas envisioned by park advocates as providing wilderness experiences and outdoor recreation – both required to fulfill basic human and societal needs in an increasingly urbanized and industrialized society. Park planners argued that the country needed a broad system of public spaces that included national parks, state parks, local parks, parkways and scenic highways, roadside rest areas, historical and scientific monuments, public forests, game preserves, and public shooting grounds, among other conservation and recreational areas.[25]

In designing roads within and between park and recreational areas, the NPS sought to concentrate and control vehicles, bringing people in an environmentally sensitive manner to particular scenic or natural areas, but also preserving the wilderness quality of large tracts by keeping them off-limits to roads and other manmade intervention. Roads within and between parks generally included generous rights-of-way, scenic loops, culverts, bridges, retaining walls, and guardrails that blended with the environment, and minimal use of drastic cuts and fills, straight lines, wide sections, and flat grades. They often led

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[22] *1937 Yearbook Park and Recreation Progress* (Washington, DC: National Park Service, 1938), pp. 29-31.

[23] Ethan Carr, *Wilderness by Design: Landscape Architecture and the National Park Service* (Lincoln, NE: University of Nebraska Press, 1998), p. 207.

[24] According to Carr 1998, important prototypes included Yellowstone National Park roads, Oregon's Columbia River Highway (opened in 1916), Going-to-the-Sun Road in Glacier National Park (opened 1933), Trail Ridge Road in Rocky Mountain National Park (completed in 1933), and Blue Ridge Parkway (begun 1935).

[25] Carr 1998, pp. 259, 288. Park advocates saw state and local parks as essential supplements to the national parks – many of which were located too far from cities to conveniently serve large numbers of people and many of which had very rare resources that deserved protection from development or overuse. See Carr 1998, as well as Linda Flint McClelland, *Presenting Nature: The Historic Landscape Design of the National Park Service, 1916-1942* (Washington, DC: National Park Service, 1993) for NPS influence state and local parks. Among the leaders of the movement was Conrad L. Wirth, son of Minneapolis parks superintendent Theodore Wirth; Conrad Wirth became head of the NPS state park program in April 1933 and was later the longest-serving director of the NPS.

the motoring public through a controlled range of experiences (e.g., dense forests opening into stunning vistas) and to key recreational spots where scenic overlooks, swimming beaches, picnic spots, and other amenities were built.

The rural parkway or scenic highway (as opposed to an urban parkway or to an internal park road) is explained in the National Park Service's first *Yearbook: Park and Recreation Progress*, published in 1938 to help promote the appropriate design of state and local park projects following NPS models and best practices. Parkways are described as "important arteries of travel for pleasure vehicles" that pass through outstanding scenic areas or between important recreation centers. Many of the parkways described in the publication were two- or four-lane divided highways. Most but not all excluded commercial vehicles. Many were designed by the NPS cooperating with state highway departments and using CCC crews stationed at camps along the route.[26]

The *Yearbook* highlights several examples, most on the East Coast, near the Great Lakes, and in the Ohio River Valley, and briefly mentions the Mille Lacs project:

> The National Park Service has cooperated with a number of State highway departments in doing roadside improvement along highways having at least a 200-foot right-of-way. . . . [For example,] between Bay City and Saginaw, Michigan, a CCC camp is at work on the Veterans Memorial Parkway. This parkway, which parallels the Saginaw River, is 6½ miles long and varies in width from 200 to 600 feet. In the wider sections where the parkway borders the river, picnic areas, shelter buildings, and other recreational facilities are being constructed by the Service.
>
> Two projects similar to the Veterans Memorial Parkway are underway in Minnesota. One is along Lake Superior extending approximately 9 miles north from the city limits of Duluth. The Minnesota Conservation Commission [Department of Conservation] and the National Park Service are cooperating in improving the roadside of this scenic highway and developing the State land between the highway and lake for park use. The other project is along the shore of Mille Lacs Lake. There the state Department of Highways has acquired a right-of-way varying from 100 feet to more than 1,000 feet in width for approximately 25 miles. Besides roadside improvement work, recreational areas, including camping, picnicking, and bathing facilities, are being constructed along the shore by CCC labor, directed by the National Park Service.[27]

St. Alban's Bay Culvert Design Significance

St. Alban's Bay Culvert is one of few known examples of a particular type of roadside development structure – a vehicular bridge designed and built under the auspices of the MHD Roadside Development Division. The bridge was completed about seven years after the Roadside Development Division was created in 1932.

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[26] *1937 Yearbook* 1938, pp. 29-31; Carr 1998, pp. 276-289.
[27] *1937 Yearbook* 1938, p. 31.

Despite the fact that small bridges fit within the Division's early goals of improving highway safety and aesthetics and encouraging the state's automobile tourism industry, the Division only played a leading role in a handful of these structures. Four were built at Mille Lacs Lake. Another was Spruce Creek Culvert (Bridge 8292), built in 1935 on the North Shore's Highway 61 by the MHD-sponsored Spruce Creek CCC camp. Like St. Alban's Bay Culvert, Spruce Creek Culvert was a pre-existing box culvert reconstructed as a small Rustic Style bridge with stone headwalls. It had log and stone railings. The Roadside Development Division may have also been involved in the construction of a handful of other bridges on the North Shore and elsewhere, but few if any are believed to have survived modern highway reconstruction projects.[28]

St. Alban's Bay Culvert, an example of the NPS Rustic Style, displays the distinctive use of indigenous materials, and represents a high level of craftsmanship. NPS park planners and designers disseminated the Rustic Style throughout the U.S. as part of NPS efforts to encourage states to develop new park areas, assure consistent policies across NPS-sponsored projects, and maintain high standards for design and construction. The NPS sponsored training and conferences, supplied designers and supervisory staff, implemented a strict system of plan approval, and employed roaming field inspectors. It also issued a large body of reports, bulletins, sample plans, and other publications that were distributed nationwide.[29]

One important NPS publication was *Park and Recreation Structures*, a heavily-illustrated style guide published in three volumes in 1938 after being distributed in smaller pieces in previous years. *Park and Recreation Structures* reinforces the basic tenet that all manmade structures are intrusive in natural settings and their use in parks should be minimized. It argues that structures designed in the Rustic Style are most appropriate and describes how native materials, muted colors, low silhouettes, careful massing, rugged textures, hand-built or "primitive" construction, and naturalistic plantings can be applied to a wide range of buildings and structures to make them compatible with their environment. The guide uses the term "culvert-bridge" for structures like St. Alban's Bay Culvert that could be considered hybrids between large culverts and small bridges. The manual's advice on culverts and bridges reads as if it were specifically referencing St. Alban's Bay Culvert and includes statements such as:

- "Materials and workmanship should be such that [both the] facing and culvert itself, once constructed, make no demands whatever upon maintenance appropriations."
- "The headwall . . . should avoid disclosing that it is a mere veneer. Natural rock is certainly the preferred material."
- "Quite as much care should be given to the design and execution of the culvert headwalls as other park structures. Usual mistakes [to be avoided] are insufficient care in the handling of mortar

[28] Susan Granger et al., *Historic Roadside Development Structures on Minnesota Trunk Highways*, prepared for MnDOT by Gemini Research, Dec. 1998, and Granger et al., *Supplement to Historic Roadside Development Structures on Minnesota Trunk Highways*, prepared for MnDOT by Gemini Research, April 2005. The SHPO inventory number for Spruce Creek Culvert is CK-UOG-045.
[29] Anderson 1990/1993/2002; Anderson 1988; Carr 1998, pp. 280-283, 289.

resulting in sloppy joints, stone of trivial size, and lack of variety in sizes leading to monotony and formality of surface pattern."

- The "new-born nakedness" of the headwalls will "benefit greatly from the toning influence of a return of natural vegetative growth."
- "In outward appearance, the bridge calls most importantly for visible assurance of strength and stability."
- "Overemphasis of the structural elements of the bridge is usually necessary in order to maintain a good scale relationship with the natural elements of the more or less rugged landscape."
- "Only those [materials] which are native to the area and predominate near the bridge site will constitute a convincingly appropriate and harmonious medium of structural interpretation."
- "After wise choice of native material . . . the next demand to be made upon bridges would be for variety within reason, avoiding the commonplace at one extreme and the fantastic at the other."
- "Rugged and informal simplicity in use is the indisputable specification for [masonry and timber's] proper employment."[30]

Designers and Craftsmen

Howard O. Skooglun was an architect employed by the NPS in association with the Minnesota Central Design Office in St. Paul, and stationed at the Mille Lacs Lake CCC camp. He was lead designer for St. Alban's Bay Culvert, the other three stone bridges at Mille Lacs, and for Kenney Lake Overlook built on Highway 18 just west of Garrison. Skooglun also worked on Garrison Concourse and physical improvements to the CCC camp itself. Skooglun lived near the CCC camp with his family while maintaining a permanent home in St. Paul.

Skooglun was born in 1896 in St. Paul, the son of Swedish immigrants. He is believed to have studied architecture at the University of Minnesota. By the time of the 1920 census he was working as a draftsman in St. Paul, and in 1930 he was doing the same in Oak Park, Illinois. Skooglun was about 36 years old in 1934 when he was first assigned to the CCC camp at Whitewater State Park as NPS architect and senior foreman. In November 1935 he was transferred to a CCC camp at Lake Vadnais Park near St. Paul. In July 1937 he moved to the CCC camp at Garrison where he remained until the camp closed in April 1940. In 1944 Skooglun was listed in the St. Paul City Directory as a draftsman for Weyerhauser Lumber in St. Paul. The 1950 St. Paul City Directory lists him simply as draftsman.[31]

Henry Beckman was one of the two LEM stonemasons at the Garrison CCC camp during construction of St. Alban's Bay Culvert. It is not known whether Beckman or James Haskell (or both) supervised

[30] Albert H. Good, ed., *Park and Recreation Structures* (Washington, DC, 1938; rpt. New York: Princeton Architectural Press, 1999), vol. 1, pp. 169-176.
[31] Federal Population Census 1920, 1930, 1940; *Vet's Call* July 1939, p.9; *Vet's Call* Sept. 1939, p.9.

the bridge stonework. Beckman was employed at the camp from February 1937 through October 1939. He was born in 1883 of Swedish immigrant parents and grew up in Onamia near the south shore of Mille Lacs Lake. The 1920, 1930, and 1940 federal census schedules list Beckman as farming in rural Onamia with his family. The 1930 census also indicates he was working as a bricklayer.[32]

James B. Haskell was the other stonemason LEM employed by the NPS at the CCC camp when St. Alban's Bay Culvert was built. He worked at the camp until October 1939. Haskell was born in Maine about 1880. He and his wife Catherine lived in Minneapolis before moving circa 1921 to a small farm on the edge of Longville, Minnesota, near Leech Lake. They lived there until at least the 1940s. Haskell worked as a bricklayer and stonemason and helped construct some of Longville's first buildings. He often worked as a mason on jobs in larger communities away from Longville. The 1930 federal census lists Haskell as a bricklayer. The 1940 federal census lists him as a stonemason for the "forestry department."[33]

Harold E. Olson, who collaborated with Skooglun on St. Alban's Bay Culvert, had been an engineer for the state highway department for 10 years when, in 1932, he was asked to organize the MHD's new Roadside Development Division. Olson led the division for the next 30 years and collaborated with A. R. Nichols on the design of most New Deal-era roadside development projects. Olson worked closely with local, state, and federal agencies including the Minnesota Department of Conservation, NPS, U.S. Department of Agriculture, U.S. Forest Service, and the Minnesota Bureau of Tourism. He was a national leader in the establishment of the Mississippi River Parkway, renamed the Great River Road. Olson retired from the Roadside Development Division in 1963 but continued to work for the MHD until January 1968.

Arthur R. Nichols was a prominent Minnesota landscape architect who served from 1932 to about 1942 as the first Consulting Landscape Architect for the MHD Roadside Development Division. Unlike most landscape architects at the time, Nichols had a strong background in civil engineering. He studied engineering, architecture, and landscape design at the Massachusetts Institute of Technology (MIT) and in 1902 was the first person to graduate from MIT's newly created landscape architecture program. Morell and Nichols, established by Nichols and Anthony Morell in Minneapolis in 1909, became one of the state's leading landscape architecture firms, designing parks, parkways, urban plans, estates, gardens, cemeteries, colleges, and country clubs. A. R. Nichols led the firm after his partner's early death in 1924. Nichols played an important role in establishing the field of landscape architecture in Minnesota and over a long career was one of the state's most prolific designers. After World War II Nichols worked on postwar improvements to Minnesota state parks. He retired in 1960 at the age of 80 and passed away in 1970.

Abe J. Sperling, a 1927 civil engineering graduate of the University of Minnesota, was senior foreman engineer for the Mille Lacs Lake CCC camp in 1939 when St. Alban's Bay Culvert was built. The 1940 federal census lists Sperling as living in the village of Garrison with his wife Frieda and three

[32] Federal Census 1920, 1930, 1940; *Vet's Call* July 1939, p.9; *Vet's Call* Oct. 1939, p.8.
[33] George W. Englehart, "Early History of Longville, Minnesota," 1948; "Virginia Haskell," *Pine Cone Press-Citizen*, April 28, 2011; Federal Census 1920, 1930, 1940; *Vet's Call* July 1939, p.9; *Vet's Call* Oct. 1939, p.8.

daughters. In the 1950s Sperling was a supervising engineer with Toltz, King, Duvall, and Anderson of St. Paul.

Conclusion

St. Alban's Bay Culvert at Mille Lacs Lake was built in 1938-1939 by Company 2711 of the CCC working in cooperation with the MHD and NPS. The bridge was designed by Howard O. Skooglun, an NPS architect stationed at the CCC camp, working in cooperation with MHD engineer Harold E. Olson and A. R. Nichols, Consulting Landscape Architect for the MHD Roadside Development Division. The masonry crew was directed by one or both of the two NPS stonemasons at the camp: Henry Beckman and James B. Haskell. The bridge was a significant component of the Mille Lacs Lake Highway Development Plan, a master plan for an unusual state-owned parkway along Mille Lacs Lake, a recreational area whose popularity was growing with the rise of automobile tourism. The Mille Lacs Lake Highway Development Plan was one of the largest New Deal projects of the Roadside Development Division and was implemented by the most long-lived and productive of four CCC camps sponsored by the MHD and devoted entirely to state highway roadside development. St. Alban's Bay Culvert is a rare example of a particular property type, a vehicular bridge built under the auspices of the Roadside Development Division. It is an excellent example of the state-federal partnerships that produced the first generation of MHD roadside development properties during the New Deal. characterized new deal public works projects. The bridge is a well preserved example of the NPS Rustic Style and displays the distinctive use of indigenous materials and a high level of handcraftsmanship.

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Figure 1. St. Alban's Bay Culvert boundary and photograph facings map (sketch by Gemini Research; 2014 base map data: Google, DigitalGlobe, USDA Farm Service Agency).

Figure 2. An index map drawn in 1939 for a Mille Lacs Lake Highway Development Plan "Accomplishment Map. The map shows St. Alban's Bay and the extent of the Development Plan's highway improvements (drawn by H. O. Skooglun of the NPS; Site Development Unit, MnDOT, St. Paul).

Figure 3. Detail of the bridge construction plans (drawn by H. O. Skooglun of the NPS; Site Development Unit, MnDOT, St. Paul).

Figure 4. Detail of an "Accomplishment Map" drawn in 1939 for the Mille Lacs Lake Highway Development Plan (drawn by H. O. Skooglun of the NPS; Site Development Unit, MnDOT, St. Paul).

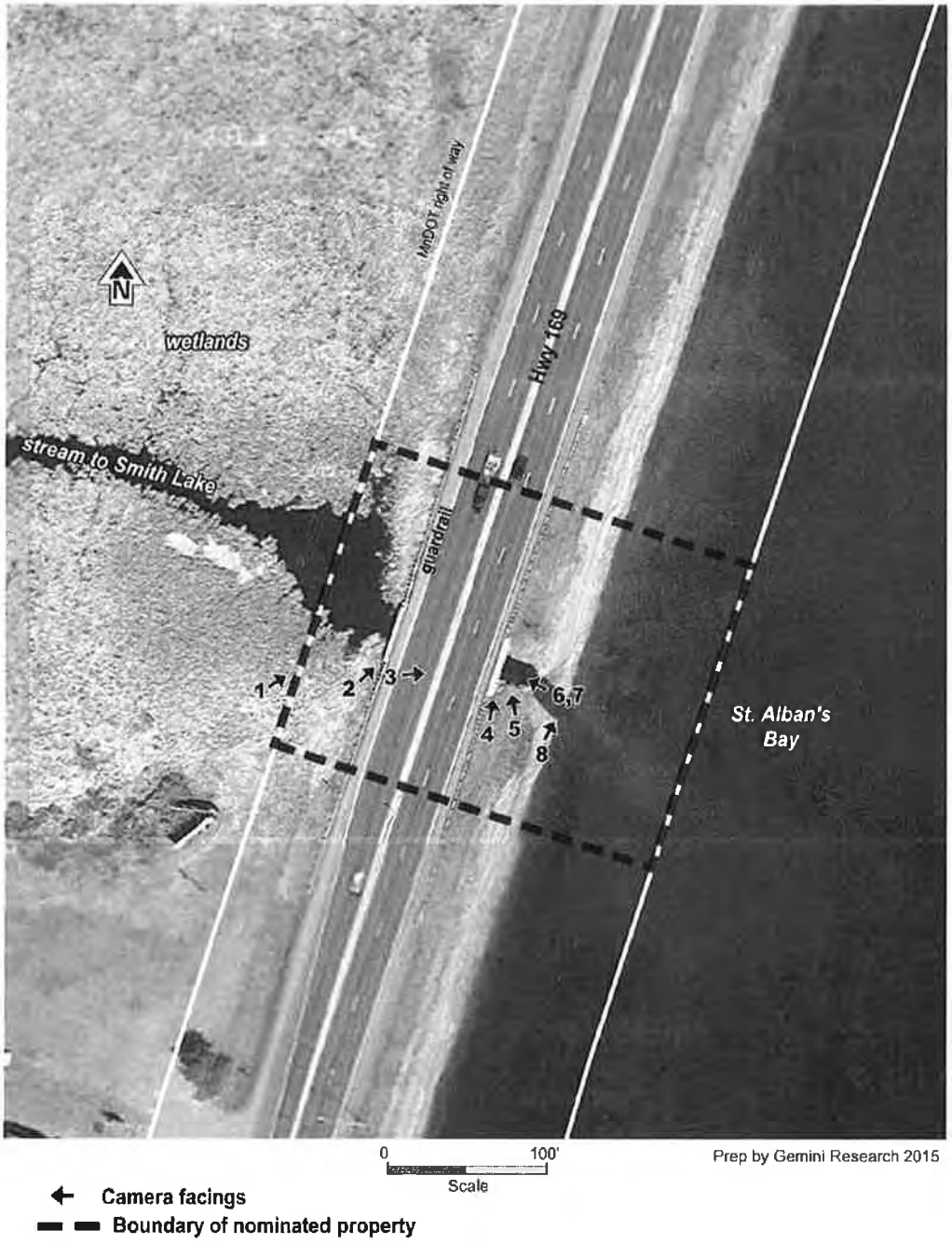


Figure 1. St. Alban's Bay Culvert boundary and photograph facings map (sketch by Gemini Research; 2014 base map data: Google, DigitalGlobe, USDA Farm Service Agency).

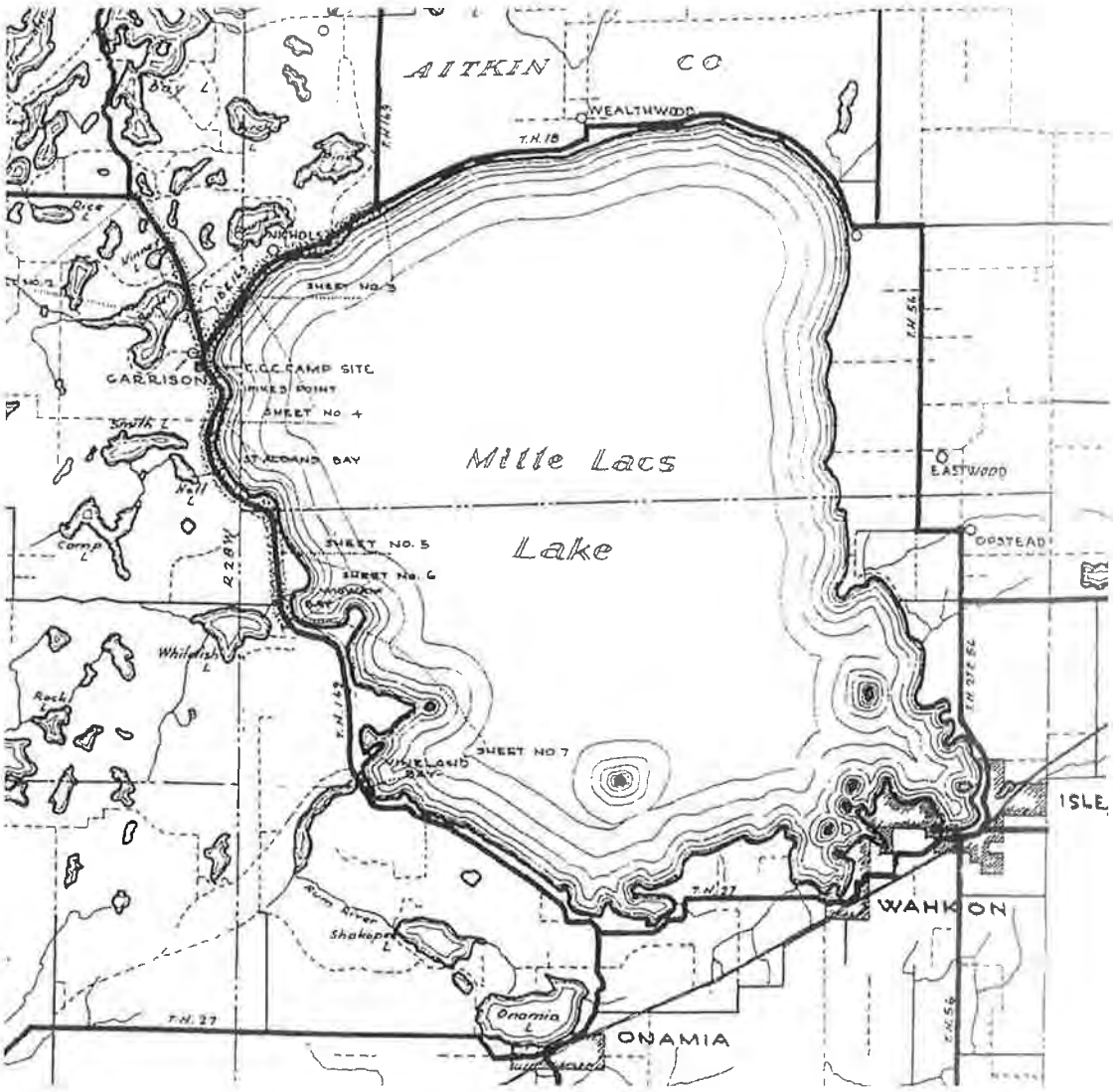


Figure 2. St. Alban's Bay is labeled on this March 1939 index map for a Mille Lacs Lake Highway Development Plan "Accomplishment Map." The bridge is located at the south end of Pike's Point (where Garrison Rest Area was built) near the map label "Sheet No. 4." Shading identifies the Development Plan's roadside development work along Highways 169 (along the lakeshore) and 18 (northwest of Garrison). A note on the map reads "Ultimate development of the parkway and connecting waysides is to continue around the entire lake." The title block indicates "drawn by H. O. Skooglun" and "designed by NPS and MSHD [Minnesota Sate Highway Department]" (Site Development Unit, MnDOT, St. Paul).

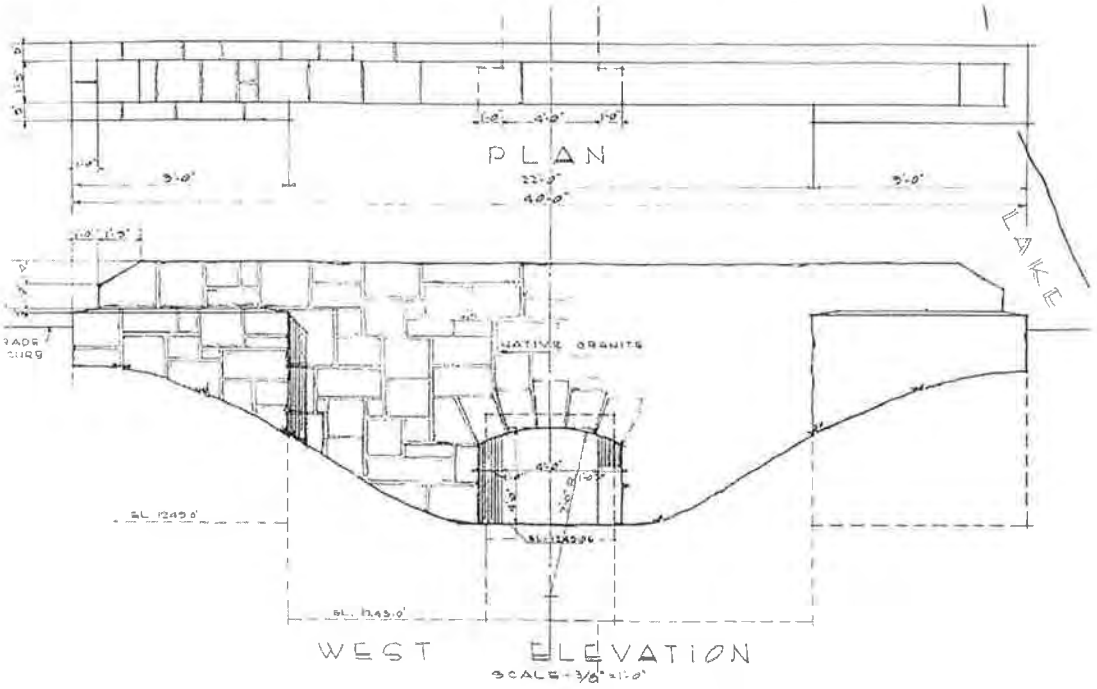


Figure 3. Detail of the bridge construction plans. The sheet was signed by officials from the state highway department, NPS, and Minnesota Department of Conservation in August 1938. A second plan sheet with revisions was signed in December 1938 and January 1939 (drawn by H. O. Skooglun of the NPS; Site Development Unit, MnDOT, St. Paul).

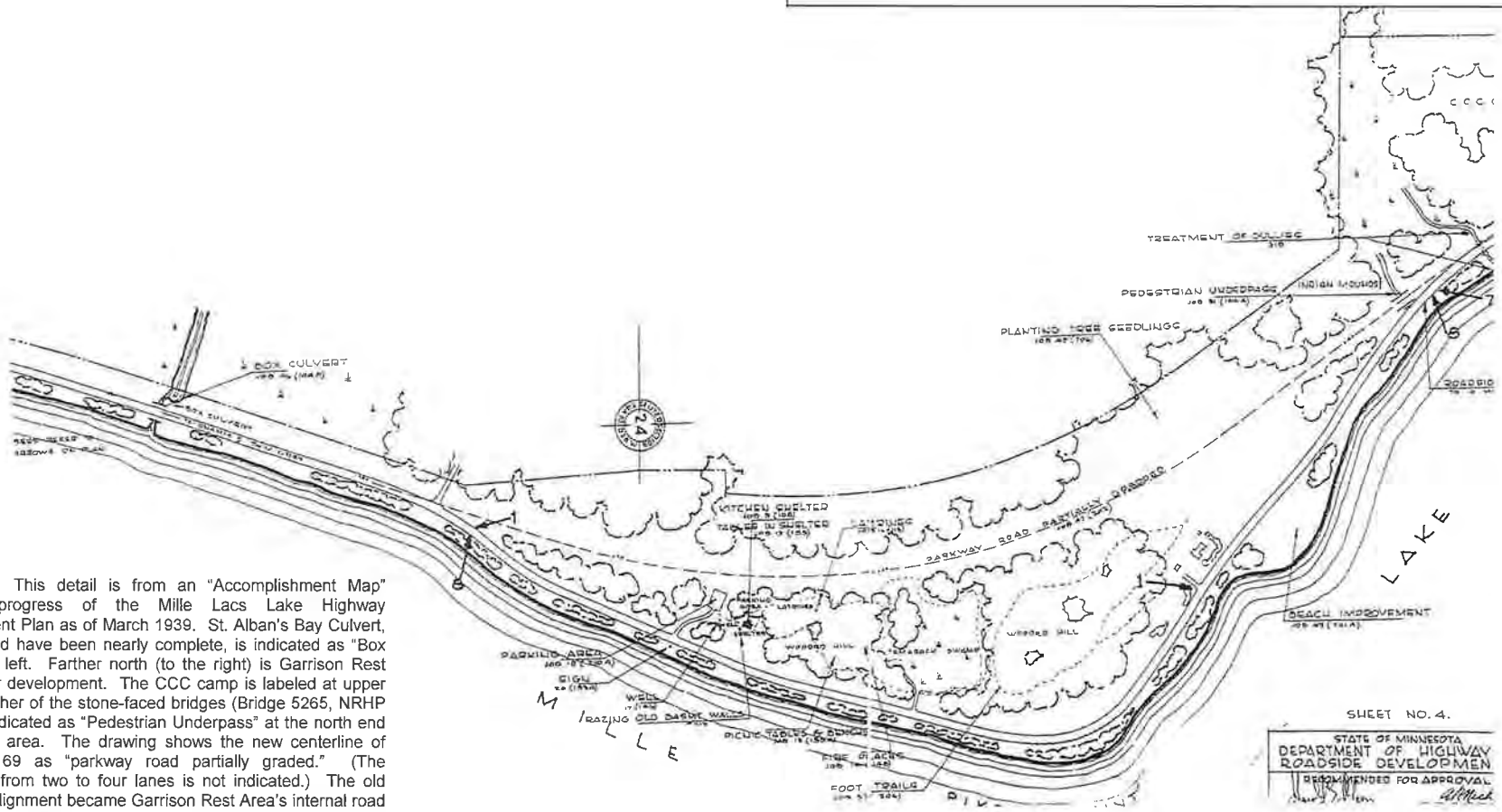
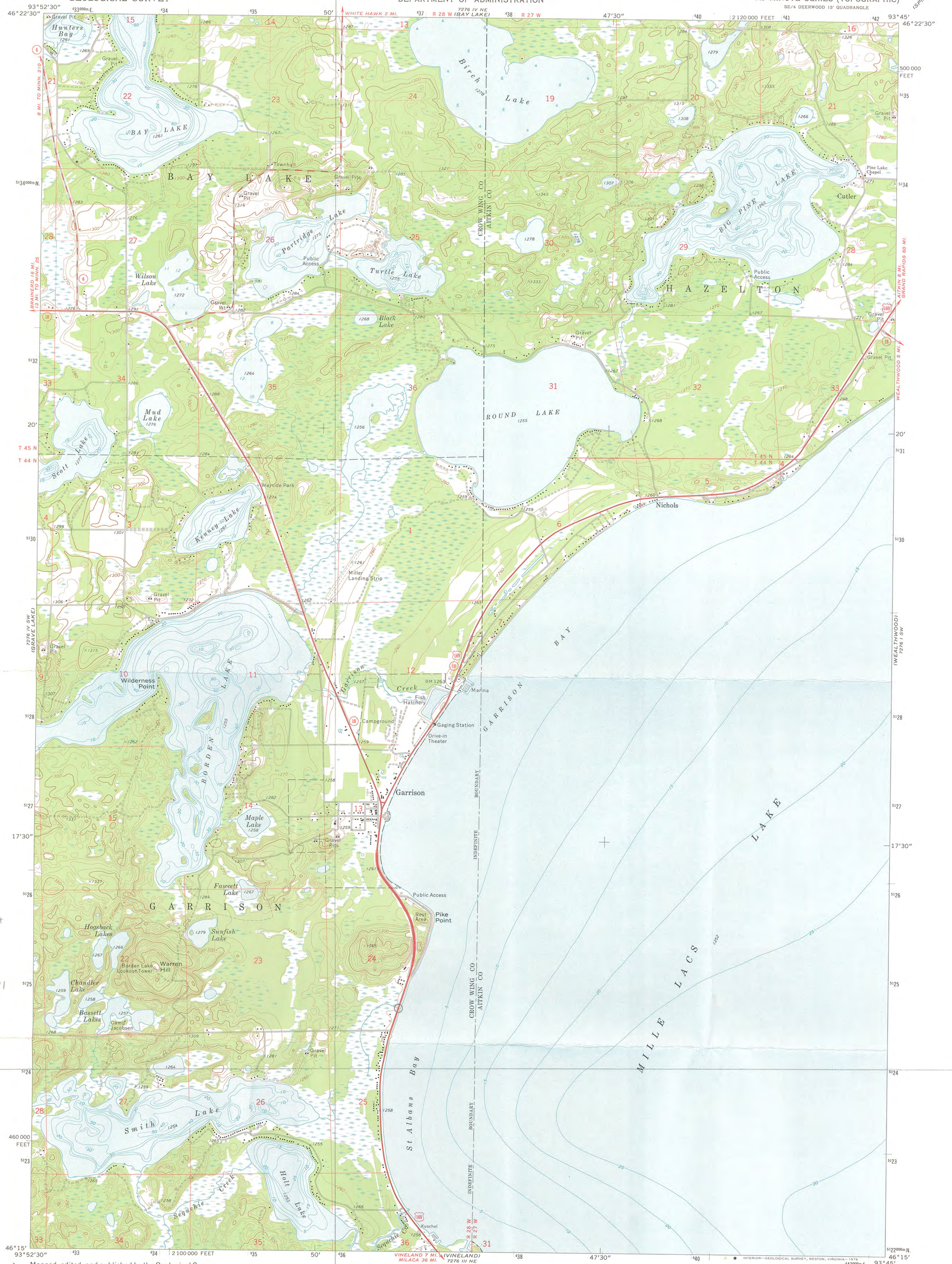


Figure 4. This detail is from an "Accomplishment Map" showing progress of the Mille Lacs Lake Highway Development Plan as of March 1939. St. Alban's Bay Culvert, which would have been nearly complete, is indicated as "Box Culvert" at left. Farther north (to the right) is Garrison Rest Area under development. The CCC camp is labeled at upper right Another of the stone-faced bridges (Bridge 5265, NRHP listed) is indicated as "Pedestrian Underpass" at the north end of the rest area. The drawing shows the new centerline of Highway 169 as "parkway road partially graded." (The expansion from two to four lanes is not indicated.) The old shoreline alignment became Garrison Rest Area's internal road (drawn by H. O Skooglun of the NPS; Site Development Unit, MnDOT, St. Paul).

UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY

STATE OF MINNESOTA
DEPARTMENT OF ADMINISTRATION

GARRISON QUADRANGLE
MINNESOTA
7.5 MINUTE SERIES (TOPOGRAPHIC)
SE/4 DEERWOOD 15' QUADRANGLE



St. Alban's Bay Culvert
Garnson Twp, Crow
Wing Co., MN
15/436688/5124671

Mapped, edited, and published by the Geological Survey

Control by USGS and NOS/NOAA

Topography by photogrammetric methods from aerial photographs taken 1973. Field checked 1973

Hydrography compiled from information furnished by Minnesota Department of Natural Resources

Projection and 10,000-foot grid ticks: Minnesota coordinate system, central zone (Lambert conformal conic)
1000-metre Universal Transverse Mercator grid ticks, zone 15, shown in blue. 1927 North American datum

Fine red dashed lines indicate selected fence and field lines where generally visible on aerial photographs
This information is unchecked

UTM GRID AND 1973 MAGNETIC NORTH DECLINATION AT CENTER OF SHEET

SCALE 1:24 000

CONTOUR INTERVAL 10 FEET
NATIONAL GEODETIC VERTICAL DATUM OF 1929

THIS MAP COMPLIES WITH NATIONAL MAP ACCURACY STANDARDS
FOR SALE BY U. S. GEOLOGICAL SURVEY, RESTON, VIRGINIA 22092
A FOLDER DESCRIBING TOPOGRAPHIC MAPS AND SYMBOLS IS AVAILABLE ON REQUEST

QUADRANGLE LOCATION

ROAD CLASSIFICATION
Primary highway, hard surface
Light-duty road, hard or improved surface
Secondary highway, hard surface
Unimproved road
Interstate Route
U. S. Route
State Route

INTERIOR—GEOLOGICAL SURVEY, RESTON, VIRGINIA—1976

GARRISON, MINN.
SE/4 DEERWOOD 15' QUADRANGLE
N4615—W9345/7.5

1973

AMS 7276 IV SE—SERIES V872